

Message Text

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FM AMEMBASSY ISLAMABAD

TO SECSTATE WASHDC 2999

C O N F I D E N T I A L SECTION 1 OF 3 ISLAMABAD 0808

E.O. 11652: GDS

TAGS: SNAR, PK

SUBJ: NARCOTICS

REFS: A) ISLAMABAD 0231

B) ISLAMABAD 0400

C) ISLAMABAD 0040

1. SUMMARY. ORAKSAI REVIEWED FOR DCM JAN. 19 PROGRESS OF GOP NARCOTICS PROGRAM, WHILE CITING HIS BUREAUCRATIC FRUSTRATIONS AND EXPRESSING DISAPPOINTMENT OVER SOME EQUIPMENT BEING SUPPLIED TO PNCB BY USG. DCM STRESSED IMPORTANCE OF GIVING HIGH PRIORITY TO ENFORCING LICENSING REGULATIONS AND PRODUCTION CUTBACKS SAID TO BE IN FORCE THIS SEASON. AS THERE IS LITTLE EVIDENCE THAT GOVERNMENT NARCOTICS ENFORCEMENT EFFORTS ARE BEING DIRECTED TOWARD SECURING GROWER COMPLIANCE WITH POLICY AGREED UPON BETWEEN PNCB AND PROVINCIAL GOVERNMENT, WE PLAN (A) TO TAKE MATTER UP WITH PROVINCIAL GOVERNMENT AND (B) TO FOLLOW UP ORAKZAI'S EXPRESSION OF INTEREST IN POSSIBLE MISSION-ASSISTED SCHEME TO PROVIDE VEHICLES TO PNCB ON TEMPORARY BASIS TO MONITOR PRODUCTION ENFORCEMENT DURING CURRENT SEASON. ORAKZAI STATED PAK AIR FORCE HAS BEEN ASKED TO CARRY OUT AERIAL SURVEY IN MARCH. REQUEST WASHINGTON COMMENTS ON POSSIBILITIES

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DATA TO ARRIVE AT ACREAGE ESTIMATE INASMUCH AS IT OUR

BELIEF THAT TOP ATTENTION MUST BE GIVEN TO ACQUISITION OF FIRM INFORMATION ON POPPY ACREAGE IN ORDER TO EFFECT CONTROL. END SUMMARY.

2. DURING FORMAL CALL BY DCM AND ECONOFF SMITH AT PNCB HEADQUARTERS JAN. 16 ORAKZAI REVIEWED DEVELOPMENT AND GROWTH OF GOP NARCOTICS PROGRAM DURING PAST NINE MONTHS, CITING FOLLOWING AS MAJOR ACHIEVEMENTS: (A) EVOLUTION OF PNCB FROM SINGLE OFFICE IN PLANNING DIVISION TO PRESENT HEADQUARTERS WITH 7 OFFICERS AND SEPARATE TRAINING FACILITY, (B) FIRST (ADMITTEDLY IMPRECISE) FIELD SURVEY OF TRIBAL AND MERGED AREA POPPY PRODUCTION WHICH REVEALED ROUGHLY 16,000 ACRES UNDER CULTIVATION IN THESE AREAS, (C) DISTRIBUTION OF RS. 75,000 IN REWARD MONEY TO ENFORCEMENT AGENCIES RESULTING IN INCREASED OPIUM AND HASHISH SEIZURES OVER 1972, (D) TRAINING OF 140 OFFICIALS IN NARCOTICS ENFORCEMENT AND SELECTION OF PERSONNEL FOR FIELD INVESTIGATIVE UNITS (FIU'S), (E) PASSAGE OF TOUGHER NARCOTICS LAWS IN SIND PROVINCE TO BE FOLLOWED UP BY SIMILAR LEGISLATION IN OTHER PROVINCES, AND (F) ESTABLISHMENT OF PNCB REGIONAL OFFICES IN PESHAWAR, KARACHI AND MOST RECENTLY LAHORE. WHILE NOTING ACHIEVEMENTS ORAKZAI STATED THAT EVOLUTION OF PROGRAM HAD RESULTED IN INCREASING BUREAUCRATIC DIFFICULTIES BOTH WITH THE GOP AND IN RELATIONSHIP TO USG. ORAKZAI NOTED HE INITIALLY HAD ACCESS TO PRIMIN THROUGH QAMARUL ISLAM, FORMER DEPUTY CHAIRMAN PLANNING COMMISSION, BUT SINCE ISLAM'S DISMISSAL HE IS OBLIGED TO REPORT TO PLANNING SECRETARY JAFAREY, WHO IN TURN REPORTS TO FINANCE SEC GEN KAZI INSTEAD OF PRIMIN. NEGOTIATIONS WITH USG OVER EQUIPMENT FOR FIU'S HAD ENTANGLED PROGRAM IN AID PROJECT PROCEDURES WHICH HE CLAIMS HAVE VASTLY DELAYED ARRIVAL OF EQUIPMENT IN THE FIELD. (COMMENT: THIS COMPLAINT OF DELAY IS NOT NEW NOR DO WE AGREE THE FAULT IS ENTIRELY ON THE US SIDE, BUT IT DOES POINT UP THE NEED FOR A PROCUREMENT PERT SCHEDULE (REF C) SO THAT WE CAN WORK OUT A MUTUAL UNDERSTANDING WITH ORAKZAI.)

3. ON SUBJECT OF ENFORCEMENT, ORAKZAI SAID HE HAD HOPED TO DEPLOY FIU'S WITH US-SUPPLIED EQUIPMENT BY BEGINNING 1973/4 POPPY GROWING SEASON. HE ASSERTED THAT SINCE THE AGREE-
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MENT HAD ONLY BEEN SIGNED WITHIN PAST TWO WEEKS AND PROCUREMENT REQUIRED NINE MONTHS, PNCB WOULD BE LUCKY IF PROPERLY EQUIPPED FIU'S WERE IN FIELD BY SEPT. 1974. ORAKZAI EXPRESSED DISAPPOINTMENT THAT WASHINGTON HAD REDUCED FROM 90 TO 80 NUMBER OF VEHICLES TO BE PROVIDED FOR FIU'S AND THAT 122 OF 155 TRANCEIVERS BEING SUPPLIED WOULD BE POWERED WITH 20 INSTEAD OF 150 WATTS. EMBOFF POINTED OUT THAT AS A RESULT OF INFLATION \$750,000 ALLOCATED FOR EQUIPMENT COULD NOT COVER ALL ITEMS ORIGINALLY AGREED UPON. ORAKZAI ACKNOWLEDGED THIS BUT FELT SUBSTITUTION OF 20W FOR 150W TRANCEIVERS WOULD

PROVE A FALSE ECONOMY, AS HE CLAIMED 20W UNITS WOULD NOT PERMIT COMMUNICATION UNDER CONDITIONS OF DISTANCE AND ROUGH TERRAIN WHERE FIU'S WOULD BE OPERATING. (COMMENT: BASED ON INFO RECEIVED FROM WASHINGTON, IT HAS APPEARED TO US, ALTHOUGH WE ARE NOT QUALIFIED TO MAKE TECHNICAL JUDGMENT, THAT 20W TRANSCIVERS WOULD MEET PNCB REQUIREMENTS. WE HAVE JUST RECEIVED JOHN LEE'S OUTLINE PROVIDING RATIONALE FOR ALLOCATION OF TRANSCIVERS, WILL DISCUSS IT WITH PNCB AND HOPEFULLY RESOLVE THIS ISSUE.)

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4. EMBOFF SUGGESTED PNCB MIGHT DEPLOY IN NWFP BY MARCH SEVERAL FIU'S UTILIZING FOUR TO FIVE VEHICLES AT LEAST ON TEMPORARY BASIS, NOTING THAT USAID/ISLAMABAD HAD EXPRESSED WILLINGNESS TO LOOK INTO POSSIBILITIES OF LOCATING AND FINANCING TEMPORARY ARRANGEMENTS FOR VEHICLES. ORAKZAI SAID HE DEFINITELY WOULD LIKE TO PUT WHATEVER UNITS HE COULD INTO FIELD ASAP AND WOULD PURSUE MATTER FURTHER WITH USAID.

5. WITH REFERENCE TO PRODUCTION ENFORCEMENT AND AERIAL SURVEY OF POPPY GROWING AREAS, DCM STATED*THAT WHILE ENFORCEMENT AGAINST TRAFFICKERS VERY IMPORTANT, HE REGARDED ENFORCEMENT OF LICENSING REGULATIONS AND PRODUCTION CUTBACKS AS BASIC AND ESSENTIAL. WHEN ORAKZAI RESPONDED THAT GOVERNMENT HAS PLANS TO ENSURE THAT NO UNLICENSED PRODUCTION WOULD TAKE PLACE THIS SEASON, DCM

QUESTIONED GOP CAPABILITY TO DO THIS. ORAKZAI ADMITTED
GOP IS DEPENDENT ON PROVINCIAL GOVERNMENT FOR ENFORCEMENT,
BUT EXPRESSED CONFIDENCE THAT PROVINCIAL GOVERNMENT WOULD
CARRY OUT POLICY AGREED UPON WITH CENTRAL GOVERNMENT OF
ELIMINATING UNLICENSED PRODUCTION AND RESTRICTING LICENSED
PRODUCTION TO 1971/2 LEVEL OF 3,300 ACRES. DCM STRESSED
IMPORTANCE OF*GETTING MORE ACCURATE ESTIMATE OF MERGED AND
TRIBAL AREAS PRODUCTION, MENTIONING THAT PLANNING SECRETARY
JAFAREY (PARA 7 REF A) HAD AGREED TO LOOK INTO CARRYING
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OUT AERIAL SURVEY OF AREA BY MARCH. ORAKZAI SAID PNCB HAS
ASKED PAK AIR FORCE TO CARRY OUT SURVEY IN MARCH. GOP
SURVEY DEPARTMENT ACTUALLY WOULD DO FILMING. FILMS WOULD
BE BLACK AND WHITE RATHER THAN COLOR. DCM RENEWED OFFER
REF A TO ATTEMPT SECURE ANY US ASSISTANCE REQUIRED IN THIS
REGARD AND URGED MATTER BE PURSUED WITH URGENCY.

6. AS TO UN ASSISTANCE, ORAKZAI REPORTED THAT MRS. NATURAL
OF UN DIVISION OF NARCOTIC DRUGS HAD PAID COURTESY CALL
ON HIM FEW DAYS PREVIOUSLY
(SHE WAS ON PRIVATE VISIT) TO
DISCUSS PROPOSED \$3.5 MILLION UN PROGRAM. HE SAID THAT \$2
MILLION WOULD GO TO ALTERNATIVE CROP PROJECT IN BUNEER (SOUTH-
EAST SWAT) AND REST WOULD FINANCE LABORATORY IN ISLAMABAD
AND IMPROVED TRAINING FACILITIES. UN STUDY TEAM WAS EXPEC-
TED IN PAKISTAN IN MARCH. IN ADDITION WHO AND ILO, HE SAID,
WERE INTERESTED IN ASSISTING PNCB WITH ADDICT REHABILITATION
BY HELPING TO SET UP FACILITIES FOR TRAINING IN DRUG ABUSE
PREVENTION (SEE GENEVA 155). ORAKZAI STATED GOP STILL PLANS
TO IMPLEMENT EARLIER PNCB DECISION PHASE OUT LICENSED VENDOR
SYSTEM FOR DISTRIBUTING OPIUM TO ADDICTS (AS RECOMMENDED BY
US NARCOTICS TEAM) BY JULY 1974. ALTHOUGH GOP HAD PROVIDED
ONLY \$15,000 OF \$700,000 REQUESTED BY PNCB FOR ESTABLISHMENT
OF COUNTRY-WIDE SYSTEM OF CLINICS, PNCB PLANS TO PROCEED WITH
ESTABLISHMENT OF FIVE CLINICS IN MAJOR URBAN AREAS. ELSE-
WHERE OPIUM DISTRIBUTION IS TO BE SHIFTED BY JULY TO ADDICT-
REGISTRATION UNITS OPERATING UNDER CIVIL SURGEON IN EACH
DISTRICT.

7. DISCUSSION:

A) DESPITE PNCB AND NWFP AGREEMENT TO ELIMINATE UN-
LICENSED POPPY PRODUCTION THIS SEASON AND TO LIMIT ACREAGE
ALLOCATIONS TO ABOUT 3,300 ACRES (1971/2 LEVELS), CONVERSATION
ABOVE, REFTELS, AND RECENT CONVERSATIONS OF MISSION OFFI-
CERS WITH NWFP OFFICIALS SUGGEST THAT LITTLE MUSCLE IS
BEING EXERTED TO ENFORCE POLICIES AGREED ON. PRESENT AND
PAST YEAR'S ACTIVITIES IN ESTABLISHING PNCB, ITS INITIAL
INDIRECT POPPY ACREAGE SURVEY, AND ITS POLICY DECISIONS
WITH RESPECT TO PRODUCTION REPRESENT FIRST STEPS TOWARD

GOAL OF ELIMINATION POPPY. FOR EXAMPLE, PNCB'S ESTIMATE
THAT 235-275 MT OF OPIUM WERE PRODUCED IN COUNTRY LAST SEASON
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WAS FIRST INSTANCE OF GOP PROVIDING REALISTIC ESTIMATE OF
TOTAL PRODUCTION. HOWEVER, FACT REMAINS THAT GOP HAS STILL
DONE LITTLE TO GET PRECISE MEASUREMENT OF POPPY ACREAGE AND
OPIUM PRODUCTION, TO INSURE THAT ACREAGE IS REDUCED IN AC-
CORDANCE WITH POLICY DECISIONS, AND TO ARREST PRODUCU*S AND
TRAFFI*KERS IN NWFP. NO PUBLIC ANNOUNCEMENT HAS BEEN MADE IN
POPPY ZONES BY*NWFP GOVERNMENT REGARDING CURRENT LICENSING*POLICY, AND EXCISE *AFF SUPERVISING LICENSING HAS NOT
BE*N

EXPANDED. THERE IS GOOD REASON TO QUESTION WHETHER OSTENSIBLE
PRODUCTION POLICY DECISIONS REPRESENT GENUINE COMMITMENT ON
PART OF GOVERNMENT TO ENFORCE SAME. RATHER POLICY DECISIONS
TEND TO CREATE ILLUSION OF MOVEMENT WHICH MASKS LACK OF REAL
COMMITMENT ON PART OF PROVINCIALS GOVERNMENT TO REDUCING POPPY
ACREAGE AND LACK OF DETERMINATION ON PART OF CENTRAL GOV-
ERNMENT TO FORCE THE ISSUE. ENFORCEMENT IN ACTION CAN NOT
REALLY BE BLAMED ON PNCB, HOWEVER, WHICH AT PRESENT TIME
HAS LITTLE LEVERAGE WITH PROVINCIAL GOVERNMENT, BEYOND
PRIMIN'S SEPTEMBER POLICY STATEMENT THAT POPPY PRODUCTION
WOULD BE ELIMINATED AS SOON AS POSSIBLE. THE PROVINCIAL
EXCISE DEPARTMENT CONTINUES TO HAVE MAJOR ROLE IN SUPERVIS-
ING AND ENFORCING LICENSING SYSTEM AND IS HEADED BY MINISTER
WHO HAS DEEP VESTED POLITICAL AND PERHAPS MONETARY INTEREST
IN CONTINUING HIGH LEVELS OF PRODUCTION (PARA 7G, REF A).

B) THE PNCB REGIONAL OFFICE IS NOW STAFFED WITH TWO
OFFICERS, BUT REQUIRES VEHICLES AND COMMUNICATIONS EQUIP-
MENT (TO BE SUPPLIED UNDER RECENTLY SIGNED USG-GOP ENFORCE-
MENT AGREEMENT) BEFORE IT CAN UNDERTAKE MUCH ENFORCEMENT
ACTION. PNCB REGIONAL OFFICE IS THEREFORE LIMITED BASICALLY
TO ROLE OF MORAL EXHORTATION TO EXCISE DEPARTMENT AND WILL
REMAIN SO UNTIL EQUIPMENNT BECOMES AVAILABLE. (EVEN WHEN
QUIPPED PNCB UNLIKELY TO BE ABLE TO ACT AS MORE THAN GADFLY
ON FLANKS OF PROVINCIAL GOVERNMENT UNTIL EXCISE DEPARTMENT
IS FORCED CHANGE ITS ATTITUDE.)

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C. AS WE PURSUE NEGOTIATIONS WITH CENTRAL GOVERNMENT TOWARD OBJECTIVE OF TOTAL PRODUCTION BAN, WE MUST SIMULTANEOUSLY PRESS PNCB AND, TO EXTENT POSSIBLE, PROVINCIAL GOVERNMENT TO TAKE ACTIVE STEPS TO ENFORCE LICENSING LAWS AND THIS YEAR'S RESTRICTIVE POLICY ON LICENSE ISSUANCE. THERE IS CONSENSUS AT MISSION THAT GOP, DESPITE PRIMIN'S SEPT. 17 ANNOUNCEMENT, LACKS DETERMINATION TO ELIMINATE POPPY PRODUCTION BECAUSE OF POLITICAL RISKS IT ENTAILS (PARA 7, REF A), POSSIBILITY OF RESUMPTION OF TURKISH PRODUCTION (ISLAMABAD 9580), AND REPORTED VIEWS WITHIN PROVINCIAL GOVERNMENT AND PNCB THAT GOP SHOULD MOVE INTO OPIUM EXPORT TRADE (SMITH DEC. 12 MEMO FOR RECORD AND ISLAMABAD 2582). FOR THIS REASON WE CONSIDER THAT HIGH PRIORITY MUST BE GIVEN DURING PERIOD BEFORE BAN IS ACHIEVED TO ENFORCEMENT OF EXISTING PRODUCTION REGULATIONS.

D. WITH REFERENCE TO PARA 4 ABOVE, WE ARE CONTINUING OUR DISCUSSIONS WITH ORAKZAI AND WILL ADVISE. WITH RESPECT TO NWFP GOVERNMENT, WE ARE INSTRUCTING U.S. CONSUL PESHAWAR TO EXPRESS OUR CONCERN TO APPROPRIATE OFFICIALS IN PROVINCIAL GOVERNMENT ABOUT ABSENCE OF ACTIVE MEASURES TO ENFORCE ITS STATED PRODUCTION RESTRICTION POLICY AND URGE THAT EFFECTIVE MEASURES BE TAKEN AT ONCE TO THAT END.

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E. SYSTEMATIC AERIAL PHOTOGRAPHIC SURVEY OF POPPY ZONES AND BASE LINE SURVEY ON GRMK ARE ESSENTIAL TO ACCURATE ESTIMATE OF TOTAL POPPY ACREAGE IN PAKISTAN AND AS ENFORCEMENT MECHANISM FOR MONITORING GOVERNMENT SUCCESS IN ELIMINATING UNLICENSED PRODUCTION AND CUTTING LICENSED PRODUCTION TO NUMBER OF ACRES ALLOCATED. IT COULD ALSO PROVIDE SOME OF DATA BASE REQUIRED FOR GOP PLANNING WITH RESPECT TO EXTENDING BAN TO MERGED AND TRIBAL AREAS. ORAKZAI HAD

AGREED TO PROVIDE US WITH INFO ON PAK AIR FORCE CAPABILITIES TO UNDERTAKE SUCH A SURVEY, WHICH WE WILL TRANSMIT AS SOON AS POSSIBLE. THIS MAY GIVE US IDEA OF WHAT U.S. TECHNICAL ASSISTANCE MIGHT BE NEEDED TO MAKE SURVEY USEFUL. IN THIS CONNECTION WE ARE CURIOUS ABOUT RELEVANCE OF SATELLITE PHOTOGRAPHY TO POPPY SURVEY. REQUEST DEPARTMENT ADVISE WHETHER SATELLITE TECHNOLOGY NOW SUFFICIENTLY ADVANCED TO IDENTIFY POPPY CULTIVATION AREAS AND ACREAGE AND IF SO WHAT POSSIBILITIES THERE ARE FOR OBTAINING DATA ON PAKISTAN DURING FEBRUARY-APRIL 1974.

F. WE, THAT IS ALL ELEMENTS OF MISSION INVOLVED, COME OVER MORE TO VIEW THAT ASIDE FROM THE PROVISION OF FUNDS IN THE FIELD OF ENFORCEMENT -- AND MORE WILL ALMOST CERTAINLY BE NEEDED -- ECONOMIC ASSISTANCE SHOULD ONLY BE PROVIDED WHEN WE ARE CONVINCED GOP OFFICIALS IN BOTH ISLAMABAD AND PESHAWAR ARE FULLY COMMITTED TO THE CONCEPT OF CONTROL/PHASE OUT OF PRODUCTION IN ACCORDANCE WITH AN AGREED SCHEDULE. WE SHALL CONTINUE OUR CAMPAIGN TO GET THIS ACROSS IN THE WEEKS AHEAD.
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